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The Challenge:
Managing Tradition, Diversity, and Change

Findings and Recommendations
Boston Fire Department
Review Commission
January 2000
City of Boston

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1 Introduction

1.1 A Personal Note from the Boston Fire Department Review Commission

On Friday, December 3, 1999, a tragic fire in Worcester, Massachusetts took the lives of six dedicated firefighters. Their deaths, occurring as they did during the compilation of this report, served as a grim reminder of the dangers faced by firefighters each day. As we undertake the publication of this report, we are mindful of the dedication, courage and commitment to duty on the part of firefighters throughout the country, the Commonwealth and particularly within the Boston Fire Department.

As with any organization of its size, the Department has its share of problems and challenges, many of the same problems and challenges confronted by fire departments nationwide. When faced with the mandate to report honestly and fairly about problems within an organization, it is easy to lose sight of the enormous good that exists within the organization. The Boston Fire Department is a strong, well-trained and fiercely proud group of men and women. In fact, the many difficult issues addressed in this report were brought to the attention of the Commission by a significant cross-section of these same men and women, all of whom share a common desire to improve the Department. The issues and problems raised are prevalent in many areas within the Department, and the concerns expressed are genuine and widespread. Yet, for every criticism contained in this report, there exist examples of the opposite. Thus, it is unfair to the many hardworking people in the Department to suggest that the problems cited in this report reflect an attitude or culture shared by all its members.

Nevertheless, it is the intent of this report to identify the very real problems and challenges that face the Boston Fire Department today and to create a dialogue for change within the Department for the future. It is the sincere hope of this Commission that the problems discussed within this report are viewed as opportunities and not as hurdles, and that the issues raised are viewed as challenges for building a stronger Department and not foundations for divisiveness or alienation. Change is difficult, and it will not be without its detractors. Yet, as we all know, change will occur with or without action on our part. An organization that directs change can define and plan its own future. Conversely, an organization that resists change will remain stagnant; unable to deal with a future it did not help create. The true challenge presented to the Department is to direct this process of change for the good of the Department rather than react to change that has been thrust upon it. If the Department, the Union and the City accept this challenge, the Department has the opportunity to become the model for fire

departments nationwide that face similar challenges, problems, and concerns.

We believe that the Boston Fire Department is well poised to confront the difficult challenges that are identified in this report. We conclude our responsibilities confident in our belief that the Department will institute the recommendations and reforms necessary to achieve these important goals and take responsibility for its future. Above all else, however, the Commission members wish to recognize the sacrifices made each day by members of the Boston Fire Department.

1.2 Members of the Boston Fire Department Review Commission

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Former Secretary of Public Safety
Commonwealth of Massachusetts

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[1] Due to an increase in responsibilities at Harvard University, Mr. Hartmann was unable to fully participate in Commission meetings but remained a Commission member in an advisory capacity.

1.3 Background of the Commission

Mayor Thomas M. Menino appointed the Boston Fire Department Review Commission on February 24, 1999, to address the specific issues identified in this report. The Commission met on thirty separate occasions since its inception and members of the Commission interviewed over one hundred people, including Boston firefighters, officers and senior management, civilian personnel, Union officials, and City officials. In addition, Commission members and staff traveled to Kansas City, Missouri, Milwaukee, Wisconsin, San Francisco, California, and Phoenix, Arizona, to discuss fire department management and met with fire department personnel and senior officials from throughout the United States. The Commission also met with a number of experts in public safety management, personnel and testing procedures, technology, and fire safety, and reviewed thousands of pages of materials from journals, newspapers and treatises relative to the issues discussed in this report. In addition, the Commission collected and reviewed over two hundred personnel surveys. A collection of the cited materials is available in the Appendix. After a thorough review of the above materials, the Commission incorporated the most important findings, recommendations, and conclusions in this report.

1.4 How the Commission Gathered Information

In order to conduct a review of this kind, it was necessary for the Commission to utilize a number of different techniques to gather information. Commission members were encouraged to be accessible to and to engage in dialogue with members of the Department at all levels. A number of people within the Department expressed reluctance to appear before the Commission, or to have their comments recorded for publication, for a variety of reasons. Anonymity is respected throughout this report, and anecdotal references are made without attribution where requested by the party. In addition to informal discussions, the Commission invited several individuals and organizations to meet with the entire Commission to discuss Department issues and concerns. These individuals and organizations are acknowledged in Section 1.6. Further, the Commission traveled to various cities to discuss general firefighting issues with leaders in the field, and spoke with experts in management and operation of fire departments. The Commission also utilized an informational survey of both uniformed and civilian Department personnel to elicit further comments and suggestions.[2] Although the numbers of survey responses were disappointing, the

[2] The survey results lack statistical validity; therefore, no percentages are quoted in this report. Further, Local 718 requested that union members not respond to the informational survey. This action had a chilling effect, limiting the number of responses to the survey. Nevertheless, over 160 uniformed members and over 50 civilian personnel responded and their comments were instructive and helpful to the Commission.

Commission believes that it has gathered significant information that was used to supplement its findings. The Commission is pleased with the overall cooperation and encouragement it received from many members of the Department, civilian and uniformed, as well as the management of the Department at all levels. We express our thanks to all who responded to the survey or spoke with Commission members over the past several months.

1.5 Recommendations

This report contains sixty-six recommendations for the Department as part of a process for implementation. They are summarized in Section 10 and at the end of each section. The Commission acknowledges that a significant number of the recommendations made in this report are subject to negotiation in collective bargaining. However, the Commission did not and could not limit its review to management issues outside of collective bargaining, as so many of the challenges faced by the Department must be discussed and debated within the confines of that process. The Commission hopes that both the Union and management will commit to address these issues during current collective bargaining sessions and that they will work to resolve the details of the policies with an eye toward the future of the Department and its members. In addition, the Commission was charged to address certain major issues confronting the Department. As such, this document is not intended to be a comprehensive management study of the operations of the Department. Prior reports and studies of the Boston Fire Department have been conducted that address additional concerns, and the Commission recommends that the Department revisit these reports as it begins the process of developing a strategic plan for implementation of our recommendations as well as planning for the future. In particular, the Department would be well served to review both of the following reports: *An Analysis of the Boston Fire Department*, City of Boston Finance Commission (July 28, 1994), and *Review of the Boston Fire Protection and Rescue Delivery System*, MMA Consulting Group, Inc. (1995).

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2 Culture and Leadership

2.1 *Introduction*

Culture can be difficult to define in any large and diverse organization. Many times the culture of an organization depends on an individual's status within the organization. An institution may appear overly political to an employee involved in a competition for a particular position and not political enough for the individual who has worked hard developing personal relationships only to be passed over for a desired promotion. It is clear, however, that an organization's culture takes its cues from the values emphasized by its leadership team.[3] In the case of the Boston Fire Department, strong emphasis on tradition has been the premiere value stressed by the leadership of the Department. As a result, this emphasis on tradition plays an important role in members' perceptions about their place in the Department. Traditions such as bravery, courage, and commitment to duty deserve recognition and can be shared among all the members. In many cases, emphasis on a particular tradition strengthens an individual's association with the organization, such as the member whose family shares a commitment of service to the Department, for example, a father, grandfather, uncle or cousin. In other cases, an overemphasis of the same tradition of service may alienate newer members of the organization who do not share similar family experiences. As such, a positive tradition for some members may be perceived as non-inclusive to others. The difficulty lies in balancing the seemingly variant views of this core value of the Department. How does a department change with the times while maintaining a sense of its past? The answer is to appreciate the history of the organization without allowing the past to govern the future. Creating new traditions begins by recognizing the desire of all members to feel an

> "Leadership only occurs when others willingly adopt, for a period of time, the goals of the group as their own."
> *What we Know About Leadership, Robert Hogan, Gordon J. Curphy, and Joyce Hogan, American Psychologist, June 1994*

> "Successful leaders communicate a clear mission or sense of purpose, identify available resources and talent, develop the talent, plan and organize, coordinate work activities, and acquire needed resources. "
> *What we Know About Leadership, Robert Hogan, Gordon J. Curphy, and Joyce Hogan, American Psychologist, June 1994*

[3] See, Wallace, Mark, *Fire Department Strategic Planning, Creating Future Excellence*, p. 38 (1998).

important part of the larger organization. The challenge to the Department is to evaluate the shared values of the members of the organization as a whole, and to incorporate those shared values into an overall philosophy of change. In order to do so, the Department must also identify those values that are necessary to achieve its goals as an organization. As Boulder, Colorado Fire Chief Mark Wallace describes in his book, *Fire Department Strategic Planning: Creating Future Excellence*, for a department to achieve success it "must recognize and articulate the values that drive the decision making within the organization. The individual members of the department must be empowered to make decisions, applying their values to everyday operations . . . Without this congruency, some members will feel the articulated values [or traditions] are a fraud, and the likely result will be alienation rather than empowerment."[4]

> "Change the culture and mindset of the department. The focus is on the past. Tradition should be respected as the teacher but not revered as a god. Tradition is an anchor around our necks. The BFD (and many other fire departments) have too many historians and not enough visionaries. Our fear of change is killing us."
> *Respondent to Boston Fire Department Firefighter/Fire Officer Survey*

The Commission believes that the Department has failed to capitalize on the shared values of its members. For example, almost without exception, the Commission found that members expressed great pride in being firefighters. Yet, despite this common sense of pride, many members expressed a degree of alienation from the traditions and attitudes that govern the Department. This disconnect suggests that the leadership's emphasis on tradition and history is out of balance with the desire of the Department to move into the future. Thus, in order for the Department to address alienation within its ranks, the Department must redefine its values, identify its goals, and review its existing management practices. This process will require a fundamental shift in the traditional "power-oriented" approach currently exercised by the Department's management team.[5] That is, the Department must consider a new approach to its operation that decentralizes decision-making, and opens avenues of communication between management and the field.

There are three main challenges that face the Department in its process of creating new traditions through shared values. The first challenge is to create an environment that is inclusive, welcoming and respectful for all its members. The second challenge is to improve communication between field personnel and officers by creating a management structure that invites participation throughout the ranks. The third challenge is to increase the

[4] Id.
[5] Id.

confidence of the members in the future and direction of the Department by providing dynamic and progressive leadership. We will address each in turn.

2.2 Environment

Any large organization in a culturally diverse city should reflect and celebrate the diversity of the community. In the last decade, the Department has moved to increasing representation of minorities on the force as a direct result of the consent decrees handed down from the courts.[6] *See Section 6, Personnel and Human Resources.* While 30% of the uniformed members of the Department represent minority populations, only twelve women, and one Asian American currently serve in the uniformed ranks. Clearly, more remains to be done to insure that the Department reflects the City it serves. However, according to some minorities and women in certain areas within the organization, with the increasing diversification of the Department has come a level of polarization. Many allege that this polarization is reflected in the application of discipline, promotions, assignments and recruitment. A significant number of survey respondents complained of the "old boy network" in place throughout the Department. There exists a strong perception that if you are not among the "in" crowd, you will not succeed, you will not receive the better assignments, you will not be encouraged to take a leadership role and you will not be taken seriously regarding suggestions for improvement. This perception undermines morale and reinforces negative attitudes. Only effective supervision and strong leadership will change pervasive attitudes relative to race and gender. The appearance of favoritism, whether real or imagined, is as destructive as the existence of favoritism. The current system does little to address these perceptions, and many of the members expressing concerns are branded "complainers" or "troublemakers." Efforts to address these points have not been effective, and the Department lacks a cohesive strategy on the difficult issue of cultural diversity.

> "It's a good old boy workplace. It is in many cases a hostile workplace for someone that is different or that is out of the loop." *Respondent to Boston Fire Department Firefighter/Fire Officer Survey*

The Commission finds that major changes are necessary in the overall structure of the management team and that greater accountability at all levels of management must be instituted to insure that policies are implemented consistently and effectively. Change of attitudes and culture take time and effort. However, there is no substitute for strong leadership

[6] It should be noted that women were not covered by the consent decree. *See Boston Chapter, NAACP v. Beecher*, Civil Action No. 72-3060, 371 F.Supp. 507 (D.Mass. 1974) and *United States v. Beecher*, Civil Action No. 73-269, 365 F.Supp. 655 (D.Mass. 1973)

on issues of diversity from the top of the Department and throughout every level of management. The Department must adopt a "zero tolerance" policy for inappropriate behavior, and must undertake a serious effort to rid itself of the existing perception that the Department remains a non-inclusive organization. Only when the message is clear from the highest levels of the Department can the rank and file members be expected to conform to a gender and race neutral environment. This message is a vital part of the communication necessary to bring fundamental change to the Department.

2.3 Communication

The ability of members of an organization to communicate effectively with management at all levels is critical to the success of the organization. Two-way communication encourages the flow of ideas and allows for management to make decisions that will enhance and improve conditions in the field, not hinder or complicate operations. Many firefighters and officers responding to the survey and speaking directly with Commission members expressed frustration at the lack of communication within the Department. This frustration crossed gender and racial lines, and seems to be pervasive throughout the organization. The perception that decisions by senior management are made in a vacuum contributes to the level of frustration of field personnel and mid-level management. Many respondents to the survey requested the opportunity to work on committees, and the overall response indicated willingness on behalf of the members of the Department to work with management toward the improvement of communications and conditions in the field. Based on interviews conducted by the Commission, this desire to communicate more effectively is shared by many members of the management team.

> "We lack basic communication skills at all levels. Creativity is stifled and any thinking 'outside the box' is ignored. We avoid any self-criticism as an unfounded attack on our character. We consider ourselves a Sacred Cow."
> *Respondent to Boston Fire Department Firefighter/Fire Officer Survey*

Therefore, the Commission finds that much of the foundation is present to implement immediately more formal and informal communication between firefighters and management. The Department must utilize members more frequently on working groups to address a variety of technical, cultural and operational issues. Bringing more members "on the team" and into the decision-making process will enable the Department to address the concerns regarding environment expressed above. The more an individual is asked for his or her opinion relative to the operation of the department, and the more an individual witnesses his or her suggestions in action, the more the individual will feel invested in the organization and its goals. Morale will

improve if members' opinions are more frequently sought and valued. Likewise, the more that management can do to effectuate better communication, the less isolated many who perceive themselves to be "out of the loop" will feel.

The Commission recommends the establishment of working groups within each division that consist of senior management, mid-level management and field personnel to address the issues raised in this report.

2.4 Confidence

There exists "a causal and definitional link between leadership and team performance."[7] Leadership requires the confidence of those individuals expected to follow. Without confidence in management, organizations are bound to be fraught with dissention, indifference, and eventually decline. Organizations that choose to derive their leadership from a strong sense of tradition have an overriding obligation to insure that the tradition and the environment it creates include all members of the organization. As discussed, tradition is important, and can be a unifying force for good. However, when tradition is exclusive rather than inclusive, its inherent value in an organization is weakened and can prove to be divisive. Leadership needs to emphasize the need for loyalty and respect for one another not just at the fire scene but in every location throughout the Department. In addition, any organization must remain focused on its future to succeed. In order to do so, the organization must communicate with its members who are closest to the field. This is particularly true in rapidly changing fields such as public safety. An organization that lacks direction cannot move forward. Therefore, strong leadership exercised at all levels, a tradition of pride that includes all members, loyalty and respect for one another, and clear direction for the future of the organization as expressed by its members are the foundation on which confidence in an organization is built.

> "The only constant is change . . . If an organization doesn't undertake this process, change will still occur. The difference will be how well the organization is equipped to deal with a future that it doesn't help create."
> *Mark Wallace, Fire Department Strategic Planning: Creating Future Excellence*

The Commission finds that the Department now suffers from a crisis of confidence. Throughout the interviews and evident in the survey responses are a significant number of firefighters, officers, and civilians who express a lack of confidence in the Department and its direction. This lack of

[7] Hogan, Robert, Gordon J. Curphy and Joyce Hogan, "What we Know About Leadership," *American Psychologist*, June 1994, p. 493

confidence is pervasive and presents a challenge to the organization. This challenge can be addressed in many ways, including structural reorganization, which is discussed in detail in *Section 5, Department Administration.*

2.5 Recommendations

- ***The Commission recommends the Department redefine its values, identify its goals, and review its existing management practices.***

- ***The Commission recommends that the Department create an environment that is inclusive, welcoming and respectful for all its members.***

- ***The Commission recommends that the Department create a management structure that invites participation throughout the ranks.***

- ***The Commission recommends that the Department increase confidence of its members by providing dynamic and progressive leadership.***

- ***The Commission recommends that the Department adopt a "zero tolerance" policy for inappropriate behavior, and undertake a serious effort to rid itself of the existing perception that it remains a non-inclusive organization.***

- ***The Commission recommends the establishment of a permanent strategic planning committee with representatives from all levels of the Department.***

- ***The Commission recommends that division-based working groups, under the direction of senior management, reporting to the strategic planning committee, be established to address specific issues raised in this report.***

3 Discipline

3.1 Introduction

Throughout the meetings and interviews conducted by the Commission the issue of discipline, in particular, perceptions that discipline is meted out unfairly, remained a constant theme. Prior to the early 1980's, discipline lacked formality within the Department. Today, there exist two forms of discipline. They are progressive discipline, often referred to as "formal" discipline, and undocumented discipline, referred to as "informal" discipline. Undocumented discipline is the informal system by which supervisors impose punishment on firefighters who violate the rules. It is often referred to by members as "informal" discipline because it does not fall within the Department's progressive discipline policy. An example of informal discipline for a firefighter who arrived late for a shift might involve cleaning the station bathroom. Most members of the Department who spoke to the Commission, including Union representatives and minority firefighters, agree that overall conditions relative to the imposition of discipline have improved since the implementation of progressive discipline in the late 1980's. However, many acknowledge that difficulties with the application of discipline occur most frequently at the local station level. More concerns and questions were raised relative to the imposition of undocumented discipline than with the application of the progressive discipline policy. Nevertheless, concerns were raised regarding uneven application of all discipline and many expressed frustration at the lack of consistent enforcement of rules and regulations throughout the Department. Discipline requires trust and accountability. Without those elements, discipline can rupture an organization, increase hostility among members, and ultimately divide the organization to the detriment of the public safety.

The Commission finds that the perception that the Department imposes discipline in an uneven manner raises serious concerns that the important factors of trust and accountability are lacking within the existing structure for discipline. As a result, without immediate action to reverse the trend, the Department is well on its way to serious and disruptive rifts within the ranks. Among the many concerns raised by critics within the Department, the issue of fairness in discipline is critical.

3.2 Application and Enforcement

The results of the survey conducted by the Commission and numerous conversations with members suggest that the application of discipline, or decisions not to apply discipline, are perceived by some members to be based on factors of race, gender, personalities, and friendships of the individuals involved. For example, although one firefighter may be

punished for a late arrival, another may not receive even a verbal warning for the same behavior. While there may be many explanations for the appearance of such inequities, the perception exists that factors beyond job performance affect disciplinary decisions. Once fundamental trust and basic accountability are gone, morale is fast to follow. Immediate and effective change must occur at the station level to stem the tide of rising distrust among the members and to restore a discipline system that increases trust through proper accountability. The Department's past efforts in this regard, particularly with respect to the 18.41 Committee, were ineffective. Members of the 18.41 Committee complained that their roles were never defined and committee members were never trained to review disciplinary procedures.

The Commission finds that any reconstitution of the 18.41 Committee is not advisable. In addition to existing procedures under civil service and the collective bargaining agreement, the Department can explore internal processes that will restore trust in the disciplinary system. Among the possible avenues for restoring trust is to provide procedures for review of disciplinary decisions, and to offer members an opportunity to bring concerns regarding uneven enforcement to a trained professional and neutral party. An ombudsman, working with an audit and review unit within human resources, might provide members with an avenue to resolve not only allegations of uneven enforcement, but also disputes among and between members. The ability to mediate disputes within the organization will assist the Department in its efforts to recognize and solve problems before they become ubiquitous and divisive.

3.3 Accountability

There exists no process by which the application of undocumented discipline can be reviewed. Without some form of accountability, and a method to insure consistency between the offense and the punishment from station to station and member to member, the system of undocumented discipline in place at the Department is doomed to failure. Proper training in the application of discipline must be instituted immediately. The Commission looked at a number of possible measures that would require supervisors to track all discipline, ranging from the maintenance of a station discipline log to a centralized database of disciplinary sanctions. In the end, the Commission prefers to leave the specific methods for review to the new management team. Nevertheless, regardless of what method the Department chooses to address the issue of accountability, it must immediately accept the responsibility that the imposition of informal discipline must be monitored carefully to insure fairness and uniformity throughout the Department.

3.4 Training

As discussed in Section 4, the lack of proper training of members in supervisory positions results in uneven and faulty application of both progressive and undocumented discipline.

3.5 Culture

As part of a review of the imposition of discipline in the Department, there must be a comprehensive review of the effects of the culture of the organization on the application of discipline. It is impossible to escape the conclusion that a significant number of the problems associated with discipline in the Department stem from the larger issues of culture and attitude pervasive from the highest levels of senior management to the members in the field. Discipline must be based on trust. The Department, through its process of review of culture and leadership, must build this trust. Until the Department accepts the necessity of striving to change the fundamental culture of the organization as addressed in Section 2, all efforts to improve its disciplinary system will remain cosmetic.

3.6 Recommendations

- ***The Commission recommends a complete review of the disciplinary procedures currently in place, and further recommends a comprehensive program of training at each level of the Department on the proper use of progressive and undocumented discipline in the organization.***

- ***The Commission recommends the creation of an audit and review unit that serves a monitoring and management function over disciplinary procedures.***

- ***The Commission recommends appointment of an ombudsman for accountability and review of unfair and uneven disciplinary actions and to mediate internal disputes.***

- ***The Commission recommends that senior management work with human resource professionals to devise a proper method for monitoring and control of the imposition of informal discipline.***

- ***The Commission recommends that all Department members be trained in the application of discipline prior to or immediately upon being placed in a supervisory position.***

4 Supervision and Training

4.1 Introduction

The Commission finds that the Boston Fire Department is among the finest technically trained firefighting operations in the country. Almost without exception, critics and supporters agree that the quality of the Boston Fire Department as a firefighting organization sets the pace for technical ability, and its excellent record in the field is a source of pride among its members. However, the Commission also finds that management and supervisory level training within the Department does not support the excellent training displayed in the field. In fact, management training at all supervisory levels of the Department is virtually nonexistent. The Commission finds that the Boston Fire Department Fire College is a credible program; however, a one-day annual management training initiative is insufficient for a 1,600 person, $115 million dollar budget organization. Exacerbating the lack of management training are a number of practices and customs -- many of which are governed by the existing collective bargaining agreement -- that interfere with the efficient operation and management of the Department. One of the best examples of such customs is the Department's current practice utilizing the "acting list." This practice of "on the job training" invites inexperienced and untrained members to assume supervisory and management roles in the Department on a rotating basis. Without adequate training, this awkward and expensive process invites neglect and abuse of Department procedures and the Department suffers from cultural and professional inconsistencies that can have a negative impact on its primary functions: fire prevention and public safety. Similarly, long-standing past practices such as "swapping" of shifts by members affect the continuity of the Department and its effectiveness in the field. Combined with the acting list, swapping leaves the Department with little control over the proper allocation and distribution of personnel in the most efficient manner possible, and aggravates the lack of continuity complained of by many members of the Department. Each should be addressed immediately within the confines of the collective bargaining process.

4.2 Supervision

To properly supervise an operation such as the Department, it is necessary for supervisors and managers to establish continuity. The lack of continuity in the Department can be corrected by addressing at collective bargaining the issues raised relative to certain long-standing past practices.

4.2.1 The "Acting List" and Acting Out of Grade

The Department's current practice for replacement for vacancies and absences among the supervisory levels is a convoluted structure known as the "acting list," also referred to as acting out of grade. The acting list consists of individuals eligible to fill Department vacancies by virtue of their place on the promotional list or by seniority. Each Department vacancy must be filled by a member from the level of the Department immediately below that of the absent member.[8] This bumping procedure continues for every vacancy at every level on any given day on every shift. *See Figure 4.1.* As a result, according to senior Department sources, as many as 30% or more of the Department on any shift may be in "acting" capacities in their positions. In all but the very few highest levels, the acting officer has had no supervisory training in the role he assumes for the shift. For example, an acting officer may be expected to administer discipline without any knowledge or training in the process of progressive discipline. Further, with so many positions in an acting capacity at any one time, there exists little in the way of continuity. The process breaks continuity for the firefighters when one of their company must fill the acting role at the station level, and the problem is multiplied throughout the various levels of the Department. In addition, the resulting increase in differential pay at the various levels, including the overtime for the firefighter who must fill the vacancy at the station level, makes an ineffective management practice an unnecessarily costly one as well.

The "Acting List" with a Vacancy or Absence in the Position of Deputy Chief

- Firefighter #1 becomes Acting Lieutenant
- Lieutenant becomes Acting Captain
- Captain becomes Acting District Chief
- District Chief becomes Acting Deputy Chief
- Firefighter #2 hired on OT to replace Firefighter #1
- Firefighter #1 has no training in role of Lieutenant
- Lieutenant has no training in role of Captain
- Captain has no training in role of District Chief
- District Chief has no training in role of Deputy Chief
- All parties receive increase pay differential for their "new position"

Figure 4.1

4.2.2 Schedule

In addition to the confusion and lack of continuity that results from the "acting list," there is a widespread practice among firefighters of swapping shifts. In fact, the practice has become so common that it is not at all unusual to have an entirely different group of members of the same

[8] This procedure does not apply in certain cases relative to the Senior Firefighter.

company from the group scheduled to be present on the shift. The station commanders may not be aware of who will be on their team for a particular shift, and as a result, they cannot properly assess the strengths and weaknesses of their team prior to the shift. This practice is in direct conflict with management's emphasis on the need for cohesive teams. For example, the week of December 5, 1999, there were approximately 7,200 personnel hours of "swaps," the majority of which did not reflect one-time changing of shifts, but were the result of "permanent" swaps between members. That is, members have established permanent arrangements of swapping scheduled shifts with other members that allow them to establish their own schedules independent of the structured schedule of the Department. The consequence of this long-standing management practice is that there now exists virtually no supervision over swapping of shifts, and the Department schedule is of little value. (*See* Rule 18.51, Rules and Regulations of the Boston Fire Department). Without adequate procedures in place and enforced regarding this practice, the lack of continuity complained of by many in the field can be expected to continue indefinitely. While there may be occasions when managerial flexibility is necessary, the current practice is neither appropriate nor beneficial to the Department as a cohesive organization. Due to the prolonged practice of management approval of swapping, the Department must now address this issue within the collective bargaining process.

4.3 Training

The Commission finds that there exists little in the way of formal management and supervisory training within the Department. The Commission also finds that the above-described practices directly impact the ability of the Department to institute effective management and supervisory training for its personnel. Due to the use of the "acting list," members who are pulled from a shift to attend training must be backfilled from the next lowest level. Rather than replace a single member off a shift, the bumping procedure results in the absurd "structure" illustrated in Figure 4.1. As such, the expense of removing a member from the field has been a deterrent for the Department to institute widespread training for its supervisory personnel. The Commission finds that this deterrent is insufficient justification to forego proper management training. The effect of a lack of proper management training is reflected in the complaints of members that such critical management processes as discipline are mishandled. Proper training of supervisors at all levels in the procedures for discipline, as well as methods for accountability, would assist in addressing this ongoing concern. (This subject is discussed in more detail in Section 3.) The Department needs to identify existing resources within the organization to address its current training needs, as well as to project for future training as part of an annual fiscal review. Adequate resources dedicated to training must be made a priority of the Department.

4.3.1 Senior Management Training

The Commission's review of management practices in the Department suggests that senior level members of the Department would benefit from more intensive and effective management training in a variety of capacities. Such training is offered by many universities and private companies in the Boston area, and by the City of Boston, and is readily available to senior managers in the Department. In addition, National Fire Academy programs, training with the Massachusetts Department of Fire Services, executive training programs such as Senior Managers in State and Local Government at Harvard's Kennedy School, and the City of Boston's Leadership 2000 management training program are examples of existing programs currently underutilized by the Department. Further, in addition to regular technical training, officers and supervisors should receive in-service training focused on management and leadership issues.

4.3.2 Supervisory and Station Level Training

Specific training regarding management practices is necessary to develop and maintain a good sense of order and fairness among members in the field. Toward that end, the Department must assume responsibility that all members of the Department who will exercise any form of supervisory authority are properly trained as to their roles and responsibilities. In addition, successful organizations must identify future leaders from within their ranks. These future leaders will need to be more than just excellent firefighters; they will be required to address complicated issues in a changing organization. Station Commanders must recognize potential leaders from within their ranks and assist in the formal and informal training of future supervisors. They can be supported by the establishment of a future leaders program within the Department that will promote mentoring and focus on the skills necessary for a successful new generation of leaders. The Department should assist the station level supervisors in developing proper supervisory habits and practices that are consistent from station to station. Proper training and centralized oversight of station practices will assist the Department in assuring that all members have an equal opportunity at career success and future advancement. Based on our review, the Commission finds that the initial promotion from firefighter to lieutenant involves the greatest degree of change in responsibilities, and recommends that increased efforts be concentrated on proper training at that level. However, all members of the Department, particularly those who will be the leaders of the future, would benefit from early and continuous management and leadership training.

4.4 Recommendations

- *The Commission recommends that the "acting list" be abolished in favor of vacancy replacements within grade.*

- *The Commission recommends that one schedule be negotiated, adopted, and enforced for the entire Department.*

- *The Commission recommends that the practice of "swapping" be addressed immediately within the collective bargaining process.*

- *The Commission recommends that a formal level of management training be instituted at each level of management within the Department prior to or immediately after promotion of any individual into a supervisory level position.*

- *The Commission recommends that the Department take advantage of all federal, state and local management training opportunities, including private sector training and executive programs at local universities.*

- *The Commission recommends that current in-service training be expanded to include management and leadership issues.*

- *The Commission recommends that the promotion from firefighter to lieutenant be identified with intensive training on all facets of management, leadership, and supervision issues and concerns, including formal and informal discipline.*

- *The Commission recommends that the Department develop a program for identifying and training future leaders within its ranks.*

5 Department Administration

5.1 Introduction

One senior Department official noted that "there is a lack of attention to detail permeating the organization." The Commission's personal experiences confirm this observation. The Commission acknowledges the challenges of managing and operating a 1,600-person organization with an annual operating budget of $115,000,000. Such an operation requires skilled managers and technical knowledge on a wide range of issues and individuals with appropriate experience and education. As such, it is in the interest of the Department to identify the best available individuals to oversee the management and operations of the Department and to allow the professional firefighters to focus on their mission of public safety. Therefore, the management structure of the Department should recognize the strengths and experience necessary to perform specific functions within the organization. The Commission finds that in order to achieve these goals, the existing structure for management of Department operations and administration should be reorganized for efficiency and accountability.

> "The traditional [fire] department looks to its peers and its history to determine how to operate in the future. This has led to a great deal of information inbreeding and stagnation of ideas. Over the past few years, leading departments have been changing this cycle by turning to the business world for new methods of management." Mark Wallace, *Fire Department Strategic Planning, Creating Future Excellence,* (p. 205).

5.2 Commissioner and Chief of Department

For many years, a civilian commissioner appointed by the Mayor headed the Boston Fire Department. In recent years, a single uniformed member of the Department has held the dual role of Commissioner and Chief of Department. The Commission prefers the organizational model currently utilized by the Boston Police Department and many public safety organizations throughout the country. A civilian commissioner with significant management and leadership experience will bring greater accountability to the Department and professional management expertise to the operations of the organization. This civilian commissioner should not be a political patronage appointment, but a manager with proven ability to operate a large organization and with a commitment to provide progressive and dynamic leadership. While it would be advantageous for the individual to have prior firefighting experience, it is not viewed by the Commission as

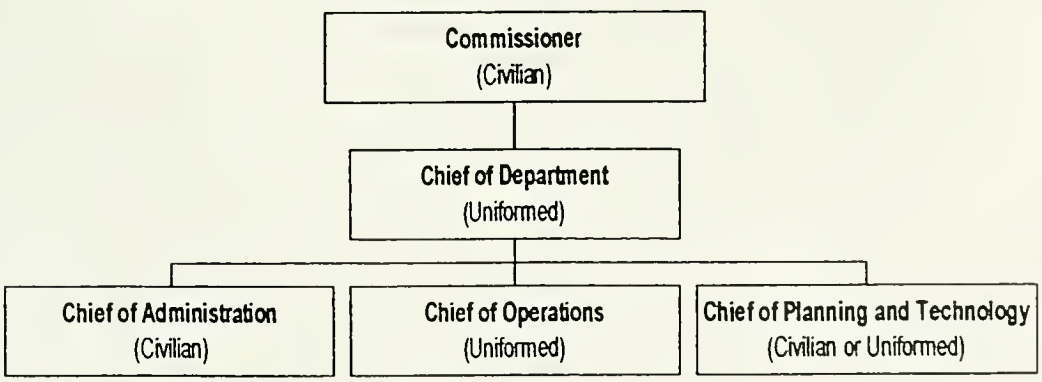
a necessary qualification for the post. Appointed by and reporting directly to the new civilian Fire Commissioner should be a uniformed member of the Department in the role of Chief of Department with responsibility for the day to day operations of the Department and a similar commitment to progressive leadership. *See Section 10 Planning and Implementation.*

5.3 Senior Management

The Commission also believes that a more effective organizational structure would allow for greater accountability and experience in the areas of administration, operations and planning and technology. The Commission recommends the creation of three positions appointed by the Commissioner and reporting directly to the Chief of Department. The three positions are Chief of Administration (civilian), Chief of Operations (uniformed) and Chief of Planning and Technology (uniformed or civilian). This system will allow for increased civilianization in the areas of Department management that require strong organizational skills, and will allow for professional firefighters to oversee the critical and complex technical aspects of firefighting operations. The Commission further recommends that these three positions be created outside of the existing collective bargaining unit.[9] *For further discussion and explanation see Section 10 Planning and Implementation.*

Figure 5.1

Proposed Reorganization of Senior Management
Boston Fire Department



[9] The Commission recognizes that the proposed reorganization raises issues that may require review of and/or changes in local ordinances, state law, and existing labor agreements. The proposed reorganization reflects the Commission's strong belief that the existing management structure is insufficient to properly administer the department in modern times.

5.4 Community Firefighting

> "Today, fire departments must be sensitive to their communities. This is because the services provided are so much more than they were in the past. Also, there is no such thing as a universal fire department. The fire service is community based and no longer generic. One size does not fit all."
> *Mark Wallace, Fire Department Strategic Planning, Creating Future Excellence.*

Decentralized decision-making and increased responsibility at the station house provides greater accountability as well as a sense of community. Although the dangers faced by firefighters have not diminished, the numbers of fires have decreased in recent years due to technological advances and rigorous inspections. As the Department moves into the new millenium, the focus of the Department will shift from firefighting to fire prevention and technology. This shift will require more community interaction and prevention education. Community firefighting and prevention are the future of fire departments nationwide and the Commission believes that with the appropriate commitment the Department can become a national leader in this effort.

5.5 Equipment and Training

The Department has made efforts to properly equip and train the firefighting staff. The Department now has over 600 emergency medical technicians, eight paramedics and four nurses, and each company is equipped with a defibrillator. In addition, eighty firefighters are HAZMAT certified. The technical ability of the Department is excellent. In general, equipment and maintenance are at acceptable levels throughout the Department; however, there are areas that require attention. Many firefighters raised concerns about existing firefighting apparatus and its sufficiency for a growing population. For example, there exists just one aerial tower in the Department. Several firefighters noted the substantial increase in development within the City, particularly in downtown Boston and Back Bay, and the plans for increase usage of the South Boston Waterfront, as evidence of the need to bolster existing capability. The respondents emphasized the need for the Department to keep pace with appropriate equipment.

The Commission recommends that a complete review of existing equipment be commenced as soon as possible with a goal of updating equipment to meet the City's changing needs. In addition, although existing bunker gear is effective, many firefighters maintain that their gear is too hot for summer

use. There have been reports of sickness and fatigue in extreme weather conditions. The Commission recommends that a study by the Department be commenced as soon as possible to review all available alternatives to existing bunker gear during warmer weather months. The Commission does not recommend replacement of existing bunker gear until the Department is satisfied that there are appropriate alternatives that meet or exceed existing safety standards. The Commission believes that a comprehensive fitness and training program will lead to a reduction of heat-related injuries, and therefore recommends that the Department institute such a program. Placing aerobic machines in station houses is a good beginning, but it cannot address the concerns of the Commission unless such equipment is part of an overall plan for fitness improvement Department-wide.

5.6 Capital Planning

The existing physical facilities throughout the Department are generally inadequate. Many of the fire stations and firehouses are in various stages of disrepair. The Department must institute a capital plan that includes a comprehensive review of all existing fire stations and fire hydrants for repair, rehabilitation or replacement. In addition, the conditions at Boston Fire Department headquarters are unacceptable. Recently, one worker was injured as the result of problems with outdated electrical outlets. In the aging facility, problems will only increase over time. As part of its overall capital plan, the Boston Fire Department must review options for the construction of a new, state of the art Fire Department headquarters. In addition, a five-year and a ten-year capital plan for the repair, rehabilitation or replacement of existing fire stations should be prepared with the assistance of the City planners.

5.7 Fire Station Inspection and Maintenance

A Department that is at once proud of its distinguished history currently operates in predominately unkempt fire stations that lack any physical evidence of the pride so often mentioned by the members. While many of the problems associated with the existing facilities can be blamed on the age of the facilities, age is not the only problem. The Commission visited other comparable cities that maintain many fire stations of approximately the same age as Boston's, such as Milwaukee, Wisconsin and San Francisco, California. In those cities the station houses were meticulous, the firefighters uniformed and well mannered and the sense of pride in their work clearly evident in their appearance. To the contrary, Commission visits to Boston fire stations confirmed complaints from many firefighters of indifference to station maintenance, firefighters appearing out of uniform, and firefighting equipment in need of attention. Indifference to appearance was repeated throughout the City with some notable exceptions. In addition, numerous complaints from firefighters regarding cigarette smoking in

station houses, and more than one source alleging occasional alcohol use at certain stations, further emphasize what appears to be a lack of order and pride in many station houses. There appears to be no concern for reprisal resulting from the poor conditions and unprofessional appearance. Regular fire station inspections by the deputy chiefs have not been conducted for nearly a decade. Although many of the existing firehouses are in need of major repair or replacement, an issue addressed in this report, physical conditions are not an excuse to forego simple cleaning, regular maintenance, and proper personal appearance. Station supervisors must be held accountable for the physical conditions of their stations, and supervisors must hold firefighters accountable for regular maintenance and personal professional appearance. These conditions can be improved immediately and Department management should institute a series of regular inspections with appropriate discipline for failure of a station to pass inspection. The pride of the members should be reflected in every station throughout the City.

5.8 Technology

The Department has made efforts to remain abreast of changes in technology and the Commission applauds their efforts to date. Pass devices, thermal imaging cameras and other fire safety technology are now available to firefighters in most Department companies. In addition, the Commission understands that plans are in place for an upgrade of the existing radio system. However, as one of the nation's oldest firefighting organizations, the Department continues to conduct some operations in an antiquated fashion. As many governmental entities turn to the use of new technologies to support decision-making, improve citizen service and assist in administrative activities, the Department should embark upon a thorough research and planning process to leverage appropriate technologies into its service model. The Commission recommends that the pace of technological implementation increase over the next several months and years. The Department will be well served by a standing committee of firefighters, officers, civilians, and technology professionals whose function it is to review emerging technology and make recommendations for further review and purchase. Among the technology initiatives that should be explored are mapping systems, and ways to create new opportunities utilizing fiber-optic technology. Mapping systems are being successfully deployed in public safety agencies throughout the world. As these technologies have evolved, the levels of integration and the "real time" speed of mission-critical information have increased exponentially. The City of Boston has taken a lead role in technology deployment in its schools and in the Boston Police Department, and the Boston Fire Department should become a part of this vision. Pilot projects with mobile data terminals (MDT's) have been performed and should be fully implemented. Among the functions the Department should consider in a technology strategy are the following:

- Fully integrated links to Global Information Systems (GIS) and Global Positioning Systems (GPS)
- "Real-time" access to building information, footprints, and floor plans in cooperation with other City departments
- The ability to tour buildings virtually to minimize the need for fire personnel to go in during an incident
- Road closures and traffic pattern changes linked directly into a central system so that vehicles can be re-routed (especially important in downtown Boston during the completion of the Central Artery Project)
- "Real-time" information at the incident site concerning the location of fire hydrants, power and gas lines, water pipes, and the location of any hazardous materials
- E-911 address verification and plotting at dispatch and in the vehicle
- The ability to transfer events to other agencies automatically
- Web-based solutions that will allow decision-makers to access the system from remote locations through a password-protected session

The Department should immediately equip the remaining four companies that lack thermal imaging cameras with this technology. PASS device reliability must be constantly assessed for safety and improvements. In addition, the Department should upgrade existing computer systems to keep pace with technological advances. The Commission recognizes that the suggestions contained herein are ambitious and expensive. They should be viewed as part of a long-term strategy on technology, and the Department must work with other City departments to insure that efforts are not duplicated. Further, there may exist state and federal funding opportunities, public/private partnerships and other grant opportunities for the Department to explore. The Chief of Planning and Technology will have direct responsibility to seek out and identify such opportunities for the Department.

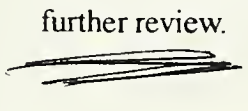
5.9 *Physical Fitness and Wellness Programs*

The Department has begun efforts to improve the health and well being of the firefighting force. The Commission finds that a firefighting team in peak physical condition must be a priority of the Department. A significant number of injuries and deaths can be attributed to physical fitness issues. Such injuries contribute to problems associated with the number of injured on duty and disability retirements currently in force in the Department. (See Section 6.4) In an effort to address these issues and with the goal of a healthy, physically fit Department a top priority, the Commission

recommends that the Department work with the Union to institute physical fitness programs for all members. In addition, a number of members have commented that prohibitions against smoking in fire stations are unevenly enforced. Smoking prohibitions should be addressed, and smoking cessation programs encouraged and offered by the Department. Also, the Commission recommends that the study conducted relative to the concerns raised by excessive exhaust fumes in station houses be made a priority. Finally, the Commission believes that a wellness program, including nutrition and stress reduction, should be made available to all members of the Department and that participation in the program be encouraged throughout the Department.

5.10 Equipment Maintenance

The responsibility for maintaining the Department's motor vehicle, electric and firefighting equipment lies with the Motor Squad. This unit is staffed with fourteen uniformed firefighters on group schedules and eighteen civilians on five day, Monday to Friday schedules. This unit does a significant amount of work in the firehouses, as well as in its base at the rear of the Southampton Street headquarters building. All of the work on the trucks is handled by firefighters; there are no civilian mechanics. Firefighters are responsible for repair of engines and vehicle equipment, preventive maintenance and, when necessary, provision of replacement vehicles while repairs are made. The unit is also responsible for keeping hydrants operational when fires are fought in sub-freezing temperatures. While the unit appears to function effectively, it is not clear that it must be staffed exclusively by firefighters. There may be certain circumstances in which work must be performed at fire scenes, in which case there exists a benefit to having uniformed mechanics. However, civilian diesel mechanics could fill a number of these positions. The civilian personnel deal with the maintenance and testing of equipment and repairs to systems at the stations. Seven of the personnel are electricians who do work on generators, switches and other systems. The remaining personnel deal with equipment and supplies for use on the trucks. While recognizing that this is subject to collective bargaining, the Commission sees an opportunity for increased civilianization of this unit. In addition, the Commission believes that as part of the Department reorganization, there may be a benefit to consolidate all maintenance tasks within a centralized unit that could include mechanics, electricians and the maintenance functions of the Fire Alarm Unit. Such a consolidation may offer the Department significant savings and is worthy of further review.



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5.11 Recommendations

- *The Commission recommends the appointment of a civilian Fire Commissioner with significant management experience to oversee the Department.*

- *The Commission recommends a reorganization of senior management as set forth in Figure 5.1.*

- *The Commission recommends that as part of its strategic plan for the future, the Department explore avenues to implement community firefighting citywide.*

- *The Commission recommends that a complete review of existing equipment be commenced as soon as possible with a goal of updating equipment to meet the City's changing needs.*

- *The Commission recommends that a study by the Department be commenced as soon as possible to review all available alternatives to existing bunker gear that meet or exceed current safety standards.*

- *The Commission recommends the institution of a five-year and ten-year capital plan for the Department that will include the construction of a new, state of the artFire Department headquarters and the repair, rehabilitation or replacement of fire stations throughout the City.*

- *The Commission recommends the reinstatement of regular inspections at station houses.*

- *The Commission recommends that a permanent technology committee consisting of field personnel, supervisors, technological experts, and civilian members of the Department, reporting to the Chief of Planning and Technology, be established to address ongoing technological needs.*

- *The Commission recommends that the remaining four companies without thermal imaging cameras be so equipped.*

- *The Commission recommends that PASS device reliability be constantly assessed for safety and improvements in technology.*

- *The Commission recommends that the Department work with Union representatives to develop physical fitness programs for all members.*

- *The Commission recommends that smoking prohibitions should be addressed, and smoking cessation programs encouraged and offered by the Department.*

- *The Commission recommends that the study conducted relative to the concerns raised by excessive exhaust fumes in station houses be made a priority, and that appropriate remedies be instituted as soon as possible.*

- *The Commission recommends that a wellness program, including nutrition education and stress reduction should be made available to all members of the Department and that participation in the program be encouraged across the City.*

- *The Commission recommends that the Department explore opportunities for civilianization of vehicle maintenance tasks and that it explore the restructuring of all maintenance functions in one unit.*

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6 Personnel and Human Resources

6.1 Introduction

While it does not appear so in the organizational chart, for all practical purposes there exist within the Department two separate personnel divisions for uniform and civilian personnel respectively. This unnecessary duplication must be addressed as part of the Department reorganization. The area of human resources is in need of extensive review. Some practices have evolved for the better. For example, in the recent past, the Department utilized uniformed members to conduct background investigations on personnel, a task for which they were not trained. The Commission is pleased that investigations of new hires are no longer conducted by the Department but have been forwarded to the Boston Municipal Police Department. This recent change is an important move; however, significant changes in the area of human resources are necessary. In general, the Commission finds that the Department would benefit from experienced professional management in the area of human resources. As part of an overall reorganization of the management of the Department, special attention must be paid to existing systems in place for human resources. Under the proposed reorganization, the Chief of Administration would be responsible for oversight of all personnel related issues. The main challenges facing the area of human resources and personnel are discrimination and sexual harassment, minority representation in the Department, gender parity, promotions, education of the workforce, injured on duty, disability retirement procedures, and civilianization.

6.2 Discrimination and Sexual Harassment

The Department has made efforts in recent years to increase its training on issues of sexual harassment and diversity. However, the Commission finds that the success of such training has been limited. The 18.41 Committee was a failure, and training sessions have been ineffective. In fact, there have been instances in which supervisors mocked

> "All workers want to succeed on the job and to be accepted by the organization, but they also want to maintain their own senses of identity and have their special perspectives and assets acknowledged and appreciated. It's important not simply to tolerate different perspectives but to see them as definite assets."
> *Renee Blank and Sandra Slipp, Voices of Diversity, American Management Association (1994)*

the training, setting a tone of indifference among the firefighters regarding the importance of such instruction. This limited success is evident in the survey results obtained by the Commission.

Training and education are the key elements in addressing the larger issues of culture and diversity. According to members who spoke with the Commission, many of the issues that divide members of the Department have a history rooted in actions taken in the late 1970's and early 1980's relative to hiring practices and Proposition 2½. The resentment that resulted from these actions gave rise to a culture and attitude within the Department that minorities have received "special treatment." Unfortunately, although nearly twenty-five years have passed since that time, these attitudes remain among some firefighters and supervisors. However, many other organizations that faced the same problems have moved beyond the decades old issues, and it is long past time for the Boston Fire Department to do the same. This failure by the Department to address properly such important issues as race and diversity cannot be allowed to continue. The President of Local 718 expressed to the Commission a desire to address issues of diversity within the ranks. Representatives of Boston Society of Vulcans of Massachusetts, Inc., an organization representing minority firefighters, also expressed the desire to work with the Union and management on this issue. Department leadership must facilitate this discussion, and there exists no excuse to further postpone the dialogue.

However, the future does hold the promise of change. One Commission member had a chance encounter with a very credible young member of the Department who recently joined the organization after leaving the military. He stated that for him, and many of his young colleagues, race was a non-issue. While this bodes well for the future, it does not address present concerns that the organization is insensitive to issues of cultural diversity. Sensitivity to issues of diversity must become a priority for the new management team. We can celebrate our diversity without diversity becoming a focal point of division and exclusion. The workplace is not the arena to emphasize cultural differences, but to accept differences as part of the mosaic of the organization. Diversity is more than a "necessary evil" or the fashionable buzzword of the day. It is the reality of the society in which we live and work. Understanding that, the Department should reflect the City, and to the extent it does not, the Department must commit itself to become an organization that welcomes diversity.

6.3 *Department Composition*

In general, minority representation throughout the Department has improved in the last few decades. However, many of the attitudes remain that divided the Department in the past. Part of the problem lies in the under-representation of minorities and women in the senior Department ranks. Personnel and human resources must work closely with management and supervisors to identify potential officers from existing firefighters, and offer additional pre-promotional training necessary to insure that all firefighters have equal opportunities for advancement. (See Section 4.3.2) The Commission is convinced that there are extremely well-qualified individuals representing all segments of our population who can be groomed for future leadership positions. The Commission recognizes that all perceptions of favoritism in the current distribution of work assignments, promotions and other benefits must be addressed from within the organization. The Commission believes that the use of working groups can assist to identify the problems and provide an atmosphere for frank and open dialogue without fear of retribution. Such discussions are not easy, and the Department might benefit from expert assistance in the facilitation of these deliberations. However, the Department must address the perceptions among many minority and female firefighters that they are excluded from the team. Likewise, minority and female firefighters must use the opportunities presented to them to speak out about their perceptions of sexism, racism or homophobia without fear of retribution. The success of any effort to address race, gender or sexual orientation issues in the Department largely falls on the members themselves; however, addressing this issue head-on must be an immediate priority and strong commitment of the Department management team.

> "If you need more resources, additional training, more or less feedback, or an opportunity for advancement, tell your boss. Don't expect that your boss will automatically know what you want and that she or he will take care of it. Take responsibility for making your needs known."
> *Renee Blank and Sandra Slipp, Voices of Diversity, American Management Association (1994)*

6.3.1 Fire Alarm and Construction Division

Currently, this civilian unit has no minority members. Once again, the perception of many people is that this division is representative of the indifference of the Department to minority hiring. As this division is not subject to the consent decrees,[10] the lack of minority representation in this area is perceived by some as evidence that the Department does not maintain minority-hiring practices as a priority when left to its own devices. The Commission believes that this oversight must be corrected and recommends that the Department concentrate its efforts on hiring a variety of diverse candidates for positions in this unit as they become available.

6.3.2 Recruitment and Gender Representation

Several issues were brought to the Commission's attention relative to gender parity. The Commission notes that despite an existing Memorandum of Understanding to the contrary, bathroom facilities for female firefighters still do not meet required standards. Further, according to the state Personnel Administrator and the Department, the biggest hurdle for female applicants is the physical standards test. The Commission does not endorse changing those standards, but more effective recruitment might include Department sponsored training to encourage all applicants to "get in shape" to meet the Department standards. Similar efforts have worked in other public safety agencies. In addition, the Commission finds that the Department's commitment to recruitment of female firefighters must be more aggressive. For example, when the Commission inquired whether the Department had actively recruited from groups or agencies requiring fitness of their members, such as the Massachusetts National Guard, it learned the Department had made no such efforts. We note that several departments visited by the Commission boasted a higher number of female firefighters, and we have found no evidence that Boston is less desirable for female firefighters than the cities we visited while preparing this report. The Department must work with such groups as the Massachusetts National Guard, local high schools and colleges, active military personnel and others to advertise for, promote, and seek qualified females who may desire careers in firefighting. The Department must commit itself to a more comprehensive effort to reach out in all communities including Spanish-speaking, Asian, and gay and lesbian communities. Each community could be better reached simply through more strategic placement of advertising in community-based newspapers, and by firefighters on the force who are willing to work in their communities to increase interest in firefighting

[10] *Boston Chapter, NAACP v. Beecher*, Civil Action No. 72-3060, 371 F.Supp. 507 (D.Mass. 1974) and *United States v. Beecher*, Civil Action No. 73-269, 365 F.Supp. 655 (D.Mass. 1973)

careers. Recruitment by the Department has been traditionally handled during the months prior to an exam. This is not an effective strategy for recruitment. Recruiting quality personnel should be a full time, year-round effort. The Department must commit itself to a comprehensive plan for recruitment and must execute that plan throughout the year in order to accomplish the goal of a diverse Department that reflects the City it serves.

6.4 Promotions

The Commission found it was very difficult to engage in constructive dialogue with many Department members about the promotional system. No doubt, it was among the most difficult and sensitive issues that the Commission addressed. One senior fire official, when asked for his opinion on the promotional system, quickly replied, "If you change the promotional system to accommodate minorities, it won't be fair." Similar statements were made throughout our process. The difficult issue relative to the "fair" method to identify qualified persons for promotion is not easily resolved, but this issue is under review in many public safety agencies nationwide, including the Boston Police Department. The Commission discussed this issue with many firefighters, Union officials and experts in the field. Although there appears to be significant reluctance within the Department to making any changes to the current process of written examinations, the Commission does not believe the existing system should remain in place. Statisticians will tell you that all written examinations contain a standard deviation in which all candidates are "qualified." Currently, the Department carries out the scores of its written examinations for promotion to the $1/100^{th}$ of a point. Such an infinitesimal score is far below the standard deviation and is inherently and statistically flawed. The ability to score well on a test, while important in school, is not the method by which we choose our political, industrial or military leaders. As one state human resource expert noted to the Commission, "[w]ritten tests are not the fairest and best predictors of management or administrative skills." The Commission concludes that the existing written examination alone is not the best indicator of a person's ability to lead or supervise within the Boston Fire Department. We believe the existing promotional system lacks the tools to evaluate candidates for such basic qualities as leadership ability, ethics, interpersonal skills, and understanding of management processes. The Department, the Union, and the state should work to replace the existing promotional system with a more progressive process and look to the business world, the military and other public safety agencies to devise a system that can be a model for the nation. The Commission reiterates its strong position that any political interference in the promotional system is unacceptable. The new system will be "fair" if it identifies the most capable managers and leaders and promotes them accordingly. In addition, it has come to the attention of the Commission that job task analyses for

uniformed positions within the Department are long overdue. The Commission believes that such analyses should be conducted as soon as possible, perhaps as part of a review of the promotional system.

6.5 *Education*

As the role of firefighter increasingly requires the use of technology and the ability to maintain currency on changes in the field, the role of proper formal education cannot be overstated. The Commission believes that a minimum entrance requirement for the Department should be a high school diploma or GED. In addition, the Department should encourage its members to seek further education. Incentives should be made available to the members of the Department who wish to further their education beyond high school.

6.6 *Injuries and Disability*

According to many who spoke with Commission members, the increasing numbers of disability occurrences are alarming. Under state law, firefighters injured on duty receive 100% of their salary tax-free for the time they are off the job. Although the Commission recognizes the importance of this benefit for public safety personnel, the Department must be diligent in its efforts to control potential abuses. For example, according to statistics provided by the City, in FY '97, the Department reported 429 occurrences.[11] By the end of FY '98, the Department recorded 971 occurrences, an increase of over 100% over the prior fiscal year. The trend continued. Figures available through the end of the first quarter of FY '99 indicated that 764 occurrences had been filed. Although final FY '99 figures were not available to the Commission, the Department appeared well on its way to doubling the FY '98 figures. In the past, Department management has not exercised its right to involuntarily retire firefighters where it has been determined that they can no longer perform the essential functions of the job. It is difficult to assess the possible impact of involuntary retirements on the above-cited figures; however, it could substantially reduce the number of occurrences and length of leave if actively utilized by the Department.

6.6.1 Supervision and Accountability

The Utilization Review Unit (URU) is charged with the task of managing firefighters back to work. However, they have not been supported in this role. In order to successfully accomplish this task, the URU must be given the support its needs from management. A working plan must be formulated as a means of accomplishing this goal. The Commission

[11] An "occurrence" reflects the filing of an injured on duty report. The number of occurrences may include multiple filings by the same individual.

recommends that a working group utilize existing information as a basis to formulate a plan to manage the ballooning caseload.

6.6.2 Modified or Light Duty

Currently, modified or light duty is available for persons injured off duty but not for personnel injured on duty. The Commission recommends that the Department work within the confines of collective bargaining to address the issue of light or modified duty for injured on duty personnel.

6.6.3 Disability Retirement

It takes eighteen months to twenty-four months from the time of filing to process a disability retirement at the Department. By contrast, under the same system, the Boston Police Department processes disability retirements in eight to eighteen months with the average being one year. The Commission could not find any reasonable explanation for this discrepancy other than the Commissioner of the Boston Police Department exercises his right to voluntarily retire injured officers. The Department must review its current processes to bring its system in line with more appropriate processing timeframes.

6.6.4 Annual Physical Examinations

Many of the issues addressed in the preceding sections are related to the overall fitness of the Department. Although the Department has many members who are older, it is necessary that the Department formalize fitness and wellness programs for all its members. Annual physical examinations could assist in identifying firefighters at risk for heart disease and other job-related illnesses, and would allow those personnel to seek appropriate dietary and fitness programs to insure future health. Nutrition, exercise, and education programs are necessary for the Department to achieve the goals of physical and mental well being for its members.

6.7 Recommendations

- ***The Commission recommends that the personnel divisions for uniformed and civilian human resources be combined.***

- ***The Commission recommends that a professional human resources manager be hired outside of the collective bargaining unit to address personnel issues within the organization.***

- *The Commission recommends that the new Director of Human Resources review existing diversity and sensitivity training as part of the organization's overall strategic planning review and begin a more comprehensive program designed to educate existing personnel on the benefits of diversity.*

- *The Commission recommends that Department working groups specifically address issues relative to race relations, gender and sexual orientation in an open atmosphere without fear of retribution.*

- *The Commission recommends that the Department concentrate its efforts on hiring a variety of diverse candidates for positions in the Fire Alarm and Construction unit, as they become available.*

- *The Commission recommends that the Department increase its efforts to recruit qualified female firefighters and candidates.*

- *The Commission recommends that the Department meet the conditions of the Memorandum of Understanding regarding female employees.*

- *The Commission recommends that the Department develop a strategic and comprehensive year-round recruitment plan.*

- *The Commission recommends that the Department work with the Office of the Personnel Administrator for the Commonwealth to update the existing promotional system.*

- *The Commission recommends that job task analyses be conducted for each uniformed position within the Department.*

- *The Commission recommends that the Department develop incentives for members wishing to further their education.*

- *The Commission recommends that the Department institute a minimum educational requirement for new hires of at least a high school diploma or GED with a three-year phase in period to allow for potential applicants to meet this requirement.*

- *The Commission recommends that a working group, including representatives from the City, formulate a plan to better manage injured on duty cases.*

- *The Commission recommends the Department involuntarily retire injured firefighters when appropriate.*

- ***The Commission recommends that the Department work within the confines of collective bargaining to address the issue of light or modified duty for injured on duty personnel.***

- ***The Commission recommends that the Department review existing disability retirement procedures to bring their system in line with more appropriate processing timeframes.***

- ***The Commission recommends that the Department work with the Union to develop a system to provide for annual physicals for all uniformed members.***

- ***The Commission recommends that the Department work with the Union to institute a comprehensive wellness program for all uniformed and civilian personnel.***

7 Drug Testing

7.1 Introduction

One senior Department official noted that "the concept of an impaired driver operating a ladder truck through the City at great speeds is frightening." This statement summarizes the fear of many that firefighters are not properly tested for drug and alcohol use. To its credit and foresight, the Boston Firefighters Local No. 718, International Association of Firefighters, AFL-CIO was among the first such unions in the country to agree to drug testing among its ranks. This continued leadership and support is critical as the Department continues to tackle this difficult issue. The Commission finds that a number of the legitimate disciplinary cases involving members of the Department are related to substance abuse. As such, an expanded system of drug testing of all members of the Department would serve a two-fold benefit to the Department and the citizens. First, detection of substance abuse can lead to appropriate treatment and enable the Department to retain otherwise qualified individuals in need of substance abuse treatment. Second, the abuse of controlled substances by any member of the Department is inconsistent with the duties and obligations of a firefighter. The danger to fellow officers and to citizens far outweighs the individual privacy rights of the individual firefighter.

7.2 Current Procedures

The Department may currently test for drugs only in the matter of reasonable suspicion. The testing that does occur is by urine sample. Such a limited scope for testing of public safety personnel is insufficient to prevent dangerous or deadly situations for members of the Department and citizens of the City. The Department should consider methods currently in place elsewhere, such as the Boston Police Department.[12] Simply stated, substance abuse is incompatible with membership in the Boston Fire Department. The role of firefighter is too critical to allow an impaired member of the Department to continue to serve in the field. Procedures must be in place to insure that substance abuse is identified in advance of problems in the field.

7.3 Substance Abuse and Discipline

The Commission finds that there exists a direct correlation between disciplinary problems and substance abuse. Without expanded drug testing, supervisors are hampered in their efforts to remove suspected

[12] See Boston Police Department Rules and Procedures, Rule 111, Appendix D

substance abusers from the field before unfortunate situations occur. Further, firefighters with substance abuse issues cannot be helped if they cannot be identified. Reasonable suspicion for a drug test is raised usually because something went wrong. For example, for the three-year period between September 1996 and September 1999, there were twenty-five substance related formal departmental charges filed. Violations of the Department's rule prohibiting substance use while on duty was the most frequent offense reported. Such figures suggest that expanded drug testing may reveal higher numbers of substance abuse within the Department. The Commission recognizes the difficult privacy issues raised by drug testing but finds that these issues pale in comparison to the dangers to fellow firefighters and to citizens when a substance abuser is permitted to continue to serve in the field. Management and Union should prioritize this issue in the context of collective bargaining.

7.4 Recommendation

- ***The Commission endorses an expanded system of drug testing of all uniformed Boston Fire Department personnel and suggests that this important issue be addressed in collective bargaining.***

8 Resource Allocation

8.1 Introduction

There have been a number of criticisms relative to the Department's allocation of resources. Some of the allegations of abuse of Department resources and inappropriate use of personnel are best left for a new management team to explore as part of a comprehensive review of the Department's operations. However, other criticisms as they relate to the operation of the Department are appropriately addressed in this forum. In particular, there have been calls for the abolition of the existing fire alarm call boxes, and the extensive network needed to maintain the system. Further, complaints surfaced relative to a manned operation on Long Island, and questions have been raised regarding the necessity and operation of a Marine Unit. The Commission questioned Department officials at length regarding these topics, and we have concluded that further review is necessary before the Commission could recommend that certain operations be eliminated. However, in advance of such a review, there are issues that should be addressed relative to these operations.

8.2 Marine Unit

The Commission agrees with several Department officials who argued that increased development on the waterfront justifies the presence of a marine unit. However, the Commission finds that a marine unit would be better served if it had both a land-based and water-based presence. As part of the development of the South Boston waterfront, the Department should review the possibility of establishing a marine unit in a new station house that will serve both the extensive land development planned in the area, along with the necessary presence of firefighting apparatus in the harbor. In this plan, one team could perform both land and water based roles. This would increase the efficiency of such a unit, and justify the expense of maintenance of a water-based firefighting presence on the harbor. This is also an area that may provide the Department with possibilities for public/private partnerships or state or federal grants. The Department should explore these avenues wherever possible. Finally, it was suggested to the Commission that the current location for the marine unit would be attractive to private development. The Department and the City should explore how the proceeds of this property might benefit the relocation of the marine unit.

8.3 *Existing Fire Brigade at Long Island*

The Commission reviewed concerns raised relative to the continued existence of a manned fire station on Long Island. Currently, Long Island houses several City agencies, and its tenancy has increased in recent years. Many of the buildings are not equipped with sprinklers. As of November 1999, there were 1,035 clients and staff who work or live at the Long Island Campus of the Boston Public Health Commission. In addition, an ongoing renovation project in the administration building is scheduled to be completed shortly. The renovated space will house two new programs, an adolescent service and an adult detoxification program. It is anticipated that these programs will increase daily usage to approximately 1,125 people, not including the 75-100 visitors each day. The Public Health Commission has expressed concerns to the Commission relative to the closing of this facility. Among the concerns expressed are that due to weight restrictions on the Long Island Bridge, there exists a 20 MPH speed restriction that slows response time. In addition, due to the same weight restrictions, the bridge cannot sustain several pieces of firefighting equipment at once. Further, in the best case scenario, fire department response time from the nearest City station is eleven minutes. Response time from the closest Quincy station is seven minutes. The Commission believes that the increased usage of Long Island by both public and private entities, combined with the inadequate response times from the nearest manned facilities and the lack of effective fire suppression within the buildings, does not justify closing the Long Island Brigade facility. However, the Commission believes that if a continued presence is necessary on Long Island, the station should be treated appropriately for staffing purposes, and it should not be viewed as a "special assignment," and should be subject to the same bidding requirements as any other fire station in the City o Boston.

8.4 *Fire Alarm Call Boxes*

According to the Boston Finance Commission report, *An Analysis of the Boston Fire Department*, fire alarm call boxes accounted for 46.9% of all false alarms in 1993 and only 5.7% of all actual reported incidents. According to Department sources, fire alarm call boxes remain one of the main sources for a high rate of false alarms and they are rarely the sole source of an incident call. Extensive use of enhanced 911 and the proliferation of cellular technology suggest that fire alarm call boxes will be of decreasing value in the years to come. These factors raise serious questions regarding the value of maintaining the existing system. The Commission acknowledges the strong arguments against continuing to operate a fire alarm call box network in the City, and we agree that the system as currently in existence is outdated. Nevertheless, after

consideration, the Commission defers to the Department's stated desire to maintain the existing call box network at this time. Many Department officials argue that the existing system, which is in good repair, would remain the only communication for neighborhoods in the event of a major catastrophe, such as hurricane or earthquake. This might be some justification to maintain the system, but in order to justify its expense, the City should leverage this network to insure that it is utilized for the most effective purposes. For example, a project to tie City Hall to the central alarm office in the Fenway is underway which will upgrade the existing copper wire network to fiber-optic cable. Some have proposed a citywide fibre optic network that utilizes the existing fire alarm call box system supporting many City departments. It would be premature to dismantle the system before we understand the possible uses of an upgraded network, and explore the potential for private partnerships that would help to defray the cost of maintenance of the system.

8.5 Recommendations

- ***The Commission recommends the maintenance of a station on Long Island staffed according to the same bidding requirements as any other fire station in the City of Boston.***

- ***The Commission recommends a review of a possible land and water facility on the South Boston waterfront to service significant planned development in that area.***

- ***The Commission recommends that the City MIS department assume control of the evaluation maintenance and future development of the fire alarm call box network and evaluate all possible technological uses, both public and private.***

9 Implementation and Planning

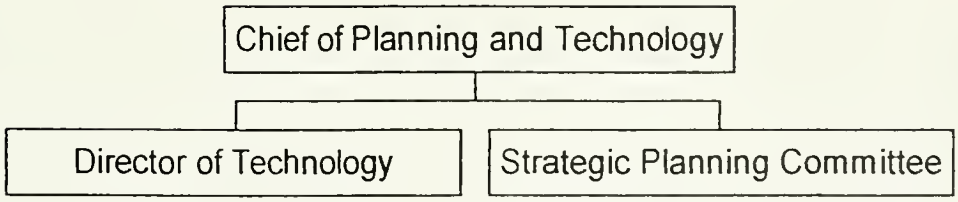
9.1 introduction

Several officers and field personnel have reported to the Commission that prior reports contained recommendations that were never implemented by the Department. It is the desire of the Commission that the recommendations in this report serve as a basis for a far-reaching plan for the future of the Department. The Commission believes that the Department would benefit from a comprehensive effort of strategic planning and a specific course for implementation of the recommendations contained in this report. In addition, the Commission emphasizes the need for a Department reorganization that will include the following key positions to be appointed by the Commissioner reporting directly to the Chief of Department.

9.2 Chief of Planning and Technology

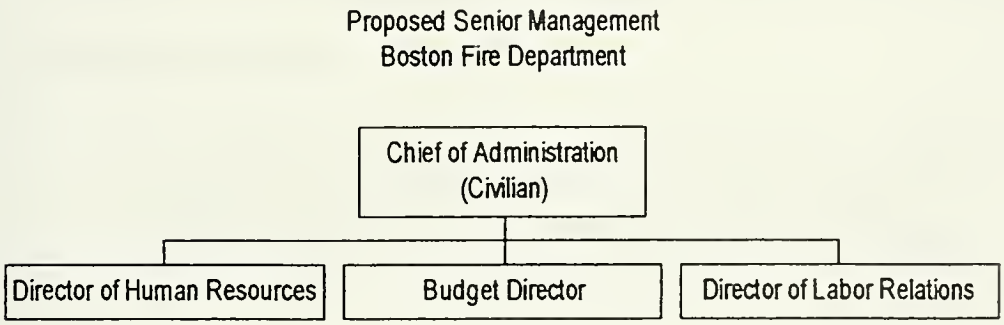
The creation of this new position outside of the collective bargaining unit is necessary to centralize the focus and forward planning for the Department. By consolidating the efforts of capital planning, strategic planning and technology under a single manager, the Department is well served for the future. Specific duties can be addressed as the result of a management review for the reorganization of the Department, but will include an individual involved in policy making and collective bargaining. The Commission believes that the creation of this confidential position, along with the position of Chief of Administration, is absolutely critical to insure that current management practices are subject to review by career management professionals with authority to make necessary changes.

Proposed Senior Management
Boston Fire Department



9.3 *Chief of Administration*

This position will perform the critical day to day oversight of the administration of the Department, including policy-making decisions. All Human Resources, Accounting and Budget personnel should report to this position. This confidential position will also take the lead for the Department in Union negotiations and all personnel matters including application of progressive discipline and oversight of informal discipline procedures. The Commission also believes that the creation of specific positions to address Budget, Human Resources and Labor Relations are necessary to support the Chief of Administration. Working with the Chief of Planning and Technology, and the Chief of Operations, the Chief of Administration can be part of the overall management team necessary to implement the recommendations in this report.



9.4 *Chief of Operations*

This professional firefighting position will be responsible for the development of all firefighting policy and will also assume the technical duties currently held by the Deputy Fire Chief/Chief of Operations. This confidential position should be outside of a collective bargaining unit and will be responsible for the day to day technical operations of the Department. Working with the Chief of Administration and the Chief of Planning and Technology, the Chief of Operations will bring collective knowledge and experience in firefighting to the planning and implementation process. Significant responsibilities will include oversight of all Deputy Fire Chiefs, daily technical operations of the Department, as well as assuming the role of Acting Chief of Department in the absence or disability of the Chief of Department, thereby assuring a direct chain of command through this position to the Chief of Department for all uniformed personnel.

9.5 Accreditation and Strategic Planning

As a part of its strategic planning effort and process of implementing the recommendations contained in this report, the Commission recommends that the Boston Fire Department explore the benefits and opportunities offered by pursuing national accreditation through the Commission on Fire Accreditation International (CFAI). The level of sophistication and detail contained in the accreditation process and its Self-Assessment program impressed the Commission. The Commission believes that the CFAI process, materials, and assistance will be of value to the Department's leadership and managers, particularly in the early stages of initiating a formal planning process when some of the most difficult obstacles to successful implementation are experienced. The process of defining the Department's values and goals, developing a strategic plan and implementing the plan will be complicated and challenging. The Department might benefit from outside professional assistance as it prepares to meet the challenges contained in this report.

9.6 Recommendations

- ***The Commission recommends that an implementation strategy be prepared immediately following the release of this report with significant input from City, management, and Union officials, officers, firefighters and civilian personnel, as well organizational experts.***

- ***The Commission recommends the creation of the position of Chief of Planning and Technology outside of the collective bargaining unit.***

- ***The Commission recommends the creation of the civilian position of Chief of Administration outside of the collective bargaining unit.***

- ***The Commission recommends the reclassification of the uniformed position of Chief of Operations.***

- ***The Commission recommends a management reorganization that will include the creation of certain key civilian management positions.***

- ***The Commission recommends that the Department seek accreditation with The Commission of Fire Accreditation International.***

10 Summary of Recommendations

10.1 Introduction

Below is a summary of the recommendations contained in this report. The Commission believes that a comprehensive effort for change instituted by senior management will address many of the issues and concerns raised in this report. The recommendations made by the Commission create a framework for change. It is the desire of the Commission that these recommendations serve as a focal point for discussion, planning and implementation.

10.2 Culture and Leadership

- *The Commission recommends the Department redefine its values, identify its goals, and review its existing management practices.*

- *The Commission recommends that the Department create an environment that is inclusive, welcoming and respectful for all its members.*

- *The Commission recommends that the Department create a management structure that invites participation throughout the ranks.*

- *The Commission recommends that the Department increase confidence of its members by providing dynamic and progressive leadership.*

- *The Commission recommends that the Department adopt a "zero tolerance" policy for inappropriate behavior, and undertake a serious effort to rid itself of the existing perception that it remains a non-inclusive organization.*

- *The Commission recommends the establishment of a permanent strategic planning committee with representatives from all levels of the Department.*

- *The Commission recommends that division-based working groups, under the direction of senior management, reporting to the strategic planning committee, be established to address specific issues raised in this report.*

10.3 Discipline

- *The Commission recommends a complete review of the disciplinary procedures currently in place, and further recommends a comprehensive program of training at each level of the Department on the proper use of progressive and undocumented discipline in the organization.*

- *The Commission recommends the creation of an audit and review unit that serves a monitoring and management function over disciplinary procedures.*

- *The Commission recommends appointment of an ombudsman for accountability and review of unfair and uneven disciplinary actions and to mediate internal disputes.*

- *The Commission recommends that senior management work with human resource professionals to devise a proper method for monitoring and control of the imposition of informal discipline.*

- *The Commission recommends that all Department members be trained in the application of discipline prior to or immediately upon being placed in a supervisory position.*

10.4 Supervision and Training

- *The Commission recommends that the "acting list" be abolished in favor of vacancy replacements within grade.*

- *The Commission recommends that one schedule be negotiated, adopted, and enforced for the entire Department.*

- *The Commission recommends that the practice of "swapping" be addressed immediately within the collective bargaining process.*

- *The Commission recommends that a formal level of management training be instituted at each level of management within the Department prior to or immediately after promotion of any individual into a supervisory level position.*

- *The Commission recommends that the Department take advantage of all federal, state and local management training opportunities, including private sector training and executive programs at local universities.*

- *The Commission recommends that current in-service training be expanded to include management and leadership issues.*

- *The Commission recommends that the promotion from firefighter to lieutenant be identified with intensive training on all facets of management, leadership, and supervision issues and concerns, including formal and informal discipline.*

- *The Commission recommends that the Department develop a program for identifying and training future leaders within its ranks.*

10.5 Department Administration

- *The Commission recommends the appointment of a civilian Fire Commissioner with significant management experience to oversee the Department.*

- *The Commission recommends a reorganization of senior management as set forth in Figure 5.1.*

- *The Commission recommends that as part of its strategic plan for the future, the Department explore avenues to implement community firefighting citywide.*

- *The Commission recommends that a complete review of existing equipment be commenced as soon as possible with a goal of updating equipment to meet the City's changing needs.*

- *The Commission recommends that a study by the Department be commenced as soon as possible to review all available alternatives to existing bunker gear that meet or exceed current safety standards.*

- *The Commission recommends the institution of a five-year and ten-year capital plan for the Department that will include the construction of a new, state of the artFire Department headquarters and the repair, rehabilitation or replacement of fire stations throughout the City.*

- *The Commission recommends the reinstatement of regular inspections at station houses.*

- *The Commission recommends that a permanent technology committee consisting of field personnel, supervisors, technological experts, and civilian members of the Department, reporting to the*

Chief of Planning and Technology, be established to address ongoing technological needs.

- *The Commission recommends that the remaining four companies without thermal imaging cameras be so equipped.*

- *The Commission recommends that PASS device reliability be constantly assessed for safety and improvements in technology.*

- *The Commission recommends that the Department work with Union representatives to develop physical fitness programs for all members.*

- *The Commission recommends that smoking prohibitions should be addressed, and smoking cessation programs encouraged and offered by the Department.*

- *The Commission recommends that the study conducted relative to the concerns raised by excessive exhaust fumes in station houses be made a priority, and that appropriate remedies be instituted as soon as possible.*

- *The Commission recommends that a wellness program, including nutrition education and stress reduction should be made available to all members of the Department and that participation in the program be encouraged across the City.*

- *The Commission recommends that the Department explore opportunities for civilianization of vehicle maintenance tasks and that it explore the restructuring of all maintenance functions in one unit.*

10.6 Personnel and Human Resources

- *The Commission recommends that the personnel divisions for uniformed and civilian human resources be combined.*

- *The Commission recommends that a professional human resources manager be hired outside of the collective bargaining unit to address personnel issues within the organization.*

- *The Commission recommends that the new Director of Human Resources review existing diversity and sensitivity training as part of the organization's overall strategic planning review and begin a more comprehensive program designed to educate existing personnel on the benefits of diversity.*

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10.7 Drug Testing

- *The Commission endorses an expanded system of drug testing of all uniformed Boston Fire Department personnel and suggests that this important issue be addressed in collective bargaining.*

10.8 Resource Allocation

- *The Commission recommends the maintenance of a station on Long Island staffed according to the same bidding requirements as any other fire station in the City of Boston.*

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10.9 Implementation and Planning

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- *The Commission recommends the creation of the position of Chief of Planning and Technology outside of the collective bargaining unit.*

- *The Commission recommends the creation of the civilian position of Chief of Administration outside of the collective bargaining unit.*

- *The Commission recommends the reclassification of the uniformed position of Chief of Operations.*

- *The Commission recommends a management reorganization that will include the creation of certain key civilian management positions.*

- *The Commission recommends that the Department seek accreditation with The Commission of Fire Accreditation International.*

11 Appendix and Bibliography

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11.3 Reports and Studies

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11.4 Surveys

Boston Fire Department Review Commission Firefighter/Officer Survey, October 1999

Boston Fire Department Review Commission Civilian Employee/Manager Survey, November 1999

11.5 Department Statistics

Area Served (square miles)	47.3
Population Served	574,283
Density (per square mile)	12,141
Uniformed Personnel	1,602
Deputy Fire Chiefs	15
District Fire Chiefs	58
Fire Captains	78
Fire Lieutenants	214
Fire Fighters	1237
Fire Alarm Personnel	73
Civilian Personnel	82
Total FD Personnel	**1,684**
Fire Academy	1
Fire Stations	35
Fire Companies & Units	**70**
Engine Companies	33
Ladder Companies	21
Rescue Companies	2
Tower Company	1
Marine Unit	1
Fire Brigade	1
Tunnel Units	2
Brush Fire Units	2
Hazardous Material Unit	1
Trench Collapse Unit	1
Special Unit	1
Air Supply Unit	1
Rehabilitation Unit	1
Mobile Command Unit	1
Hydrant Thawing Unit	1

Source: Boston Fire Department Web Site

11.6 Notes